

### Washington State Ferries Bainbridge Island Ferry Terminal Improvement Project

# Summary of Community Workshop

held Saturday, April 15, 2006





Workshop Overview1
Key Direction to Washington State Ferries4
Understanding Priorities5
Design Concepts7
Developing Options9
Public Comments11
Next Steps12
Participants



## **Workshop Overview**

On Saturday, April 15, a group of nearly 50 community members came together to participate in a workshop focused on planning a new, updated ferry terminal for Bainbridge Island. The Bainbridge Island Ferry Terminal is not only a critical transportation service center for thousands of commuters, it also marks a significant point of entry to the island and Kitsap County and provides a first impression of the community to most visitors. Bainbridge Island residents have determined through recent local planning efforts that they would like to see the terminal become a gateway and help create better connections from the waterfront to the downtown core. Bainbridge Island and cities in Kitsap County are also continuing to grow, creating a greater need to make key structural repairs at the aging facility, accommodate an increasing number of pedestrians and bicyclists, while providing access for persons with limited mobility. drivers and transit users. To learn more about the values of ferry users and island residents and what they would like to see for their future ferry terminal, Washington State Ferries (WSF) invited citizens to join with them to explore options for improving the terminal that would benefit the community as well as ferry operations.

WSF hoped to receive feedback from a wide-range of citizens by inviting stakeholders representing a variety of interests and broadly advertising the event on Bainbridge Island and surrounding communities. Participants attending the half-day workshop were grouped into four teams, led by two

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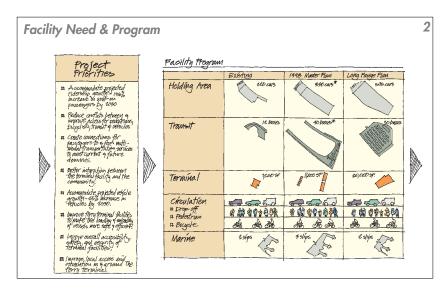
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members of the project team and two members of the project's Community Advisory Group (CAG). At the workshop, participants identified existing conditions and needs at the terminal, discussed their priorities and provided input on early design options. Interested parties not able to participate in the full workshop were still encouraged to attend and provide feedback through comment forms, verbal comment period, and an abbreviated version of the workshop.

### **Bainbridge Island Ferry Terminal Improvement Project**

WSF prepared a master plan for the ferry terminal in 1998 to complement planning efforts by Kitsap Transit and the City of Bainbridge Island. The master plan recommended improvements for passenger pick-up and drop-off, ingress and egress for motorized, non-motorized and transit users, local access, and overhead loading. Repairs to the facility have been minimal with most major work completed 20 years ago. Due to the passage of Initiative 695, funding for the improvements identified in the master plan was put on hold. In 2005, the Legislature recognized the need for substantial improvements at the Bainbridge Island Ferry Terminal by appropriating funding for the proposed projects.

As a first step to the Bainbridge Island Ferry Terminal Improvement Project, WSF is updating the 1998 Master Plan to reflect changes in security requirements, community demographics, the WSF business plan, city plans and community



initiatives. This update will include re-examining original data, looking at past options and reasons for selection, and revising the plan to reflect new information. The WSF Long-Range Plan plays a significant role in defining the need for improvements at the terminal by showing the projected ridership growing 136 percent by 2030 during the commute peak. The project is now at the stage where the public reviews and provides comments on the early concepts, leading to the eventual development of a preferred alternative. This process is illustrated by the diagram below.

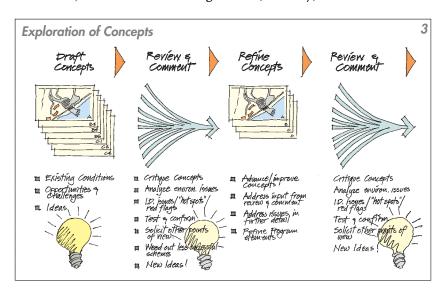
### **Objectives**

The purpose of the workshop was to engage a diverse group of citizens in sharing their interests and priorities with the project team. The project team wanted to gather feedback on early concepts for the terminal and arrive at a clear understanding of public needs to address as they work to develop a preferred option for the ferry terminal.

### **Notification**

WSF provided expanded notification of the community workshop in order to get a wide range of participants on Bainbridge Island and beyond. WSF used the following methods to advertise the workshop:

• Mailing postcard announcements to approximately 37,000 households in Poulsbo, Silverdale and Bainbridge Island (March 27)

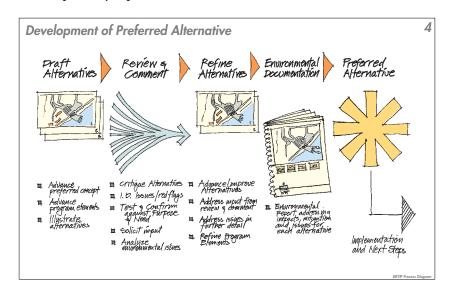


- Mailing invitation letters to over 80 community organizations on Bainbridge Island and in Kitsap County (March 29)
- Follow-up recruitment calls to community organizations (April 10-13)
- CAG members distributed postcard announcements aboard the ferry, on buses and to additional contacts
- Posting newspaper advertisements in the following publications:

Bainbridge Review (4/1, 4/5, 4/8 and 4/12)
Kitsap Sun (3/29, 4/2, 4/9 and 4/12)
Central Kitsap Reporter (4/1 and 4/5)
Kitsap Free Daily (3/31 and 4/5)
North Kitsap Herald (4/1 and 4/5)
Port Townsend Leader (3/29 and 4/5)
Bainbridge Islander (4/1 and 4/8)



- Sending an email notice to the project database and the Bainbridge-Seattle route alert
- Sending an email notice to Kitsap Transit riders (April 12)
- Providing a notice on Kitsap buses serving the Bainbridge Island terminal (posted April 12)
- Posting a notice on the project webpage
- Issuing press releases to media contacts on Bainbridge Island and in Kitsap County (April 6)



### **Agenda**

### 9:00 Welcome & Introductions

Project Manager Rob Berman set the stage for the workshop and introduced the project team.

### 9:10 Project Overview Presentation

Rob Berman provided background information on the project and reviewed the priority needs for the project identified to date by the Community Advisory Group and outside agencies.

### 9:30 Work Session #1: Understanding Priorities

Participants discussed their experiences at the ferry terminal and their thoughts about the most critical areas to address. Team members which project design issues were the most important to them on a graphic continuum.

### 10:25 Report Back from Work Groups

Team facilitators presented key points from the work session to the larger group.

### 10:35 Presentation of Early Concepts

David Hewitt of Hewitt Architects presented three early concepts developed by the design team, as well as the 1998 Master Plan.

### 10:55 Work Session #2: Developing Options

Team facilitators led discussions regarding the early concepts. Participants offered their thoughts regarding preferred design elements and those that should not move forward. Participants also shared any new ideas or proposed design modifications.

### 11:35 Report Back from Work Groups

Team facilitators presented key points from the work session to the larger group.

### 12:05 Public Comment

Public feedback and questions regarding the results of the workshop.

### 12:30 Conclusion

## **Key Direction to Washington State Ferries**

The four teams participating in the workshop provided the following recommendations to the project team to incorporate as they refine concepts for the ferry terminal.

### Improve safety and circulation for pedestrians and bicyclists.

The ferry terminal is currently a convoluted network of intersecting vehicles, motorcycles, buses, pedestrians and bicyclists. Pedestrians and bicyclists should have an adequate number of safe routes that avoid conflicts with other modes, particularly at the intersection of State Route 305 and Winslow Way as well as Olympic and Harborview Drives. As the number of people using alternative modes increases, the safety and circulation needs for these users will become even more critical.

### Connect the terminal to downtown Winslow.

As people arrive on Bainbridge Island there should be an easily apparent and inviting link to Winslow. This connection should make it easier for visitors to find shops and attractions downtown, while also allowing opportunities to enjoy the waterfront views and natural landscape.

### Create incentives for passengers to walk, bike and use transit.

WSF should encourage environmentally conscious practices by providing practical and appealing alternative travel choices. By offering ease of access, shuttles from outlying parking lots and safe routes to the terminal, it will help persuade people to leave their car behind.

### Separate modes to improve safety and circulation for all.

Eliminate traffic conflicts by offering distinct routes for pedestrians, bicyclists, vehicles and buses. Separating modes will simplify circulation patterns and ease congestion for all users.

### Provide better multi-modal connections.

Site the transit deck close to the ferry to create better access for transit passengers to the ferry terminal and loading ramps. Closely coordinate the transit schedule and ferry schedule to decrease wait times and delays. Look at providing for light rail or future transit options and facilities. Accommodate bicycles with a convenient parking area and services.

### Retain existing parking and provide new parking options.

Parking lots should remain, but parking should become more cohesive and attractive. Explore multi-level or underground parking with mixed use above.

### Coordinate with adjacent property owners.

Avoid negative effects to business owners in the project vicinity and communicate with property owners near the terminal to inform them of possible impacts and plans during the project.

### Integrate Kiss-and-Ride into an efficient loop circulation system.

The Kiss-and-Ride is currently a choke-point for vehicles and new plans should include an effective circulation system to route vehicles through the pick-up and drop-off point.

## Terminal building should serve primarily a functional purpose, but of a high-quality architectural design.

The terminal facility should reflect the character of Bainbridge Island by remaining small and emphasizing the artistic and "green" values of the community. Keep it simple and practical, while designing it as a gateway to Bainbridge.

### Create an accessible terminal for all users.

Provide equal access for all. Eliminate multiple grade changes to get to the facility and consider a moving walkway from the terminal to Winslow.

### Offer green space opportunities and gathering spaces.

Provide places for landscaping in the parking lots and holding area to encourage passengers to enjoy the outdoor environment and natural beauty.

### Do not add pressure to bottleneck at SR 305 and Winslow Way.

Avoid directing all modes through this already congested intersection. Identify other access points to the terminal.

## **Understanding Priorities**

### **Red Team**

David Hewitt, Architect, Team Facilitator Janice Shaw, Community Advisory Group Member, Note-taker

The team agreed strongly that pedestrian circulation was the biggest priority for WSF to address and identified a number of existing problem areas at the terminal. Pedestrian issues included the route from the parking lot to the terminal, conflicts at the transit bay as people walk to meet their bus, deficient sidewalks leading up to both Winslow Way and Ferncliff, and insufficient access at the intersection of SR 305 and Winslow Way. Participants also wanted to see better multi-modal connections and circulation for bicyclists. Right now, bicyclists exiting the ferry terminal and wanting to turn left onto Harborview Drive are faced with staying in the right hand bike lane and then having to cross four lanes of traffic or riding up the double-yellow lines and then crossing two lanes of oncoming traffic. The oncoming traffic also has a limited sight-line as they round the bend toward the tollbooths, making both prospects very dangerous.

Participants then talked about problems created when the holding lanes get overloaded. When the holding lanes are full, it causes vehicles to queue up on the highway and then block transit from entering the terminal. It also makes it difficult for pedestrians and bikes to cross traffic and drivers trying to access the Kiss-and-Ride.

One member suggested connecting the ferry vessels to tour buses to help encourage tourist traffic. Since the ferry system is the number one tourist attraction, business owners would like visitors to patronize their stores and restaurants when they arrive off of the boat from Seattle. To draw these visitors downtown, participants requested better signage to help with way-finding.

#### **Team Priorities**

- Pedestrian circulation received the highest ranking
- Encouraging tourist traffic with better signage and way finding was added as a high priority
- Bicycle circulation received a mid- to high-ranking
- Multi-modal connections and transit circulation were high priorities
- Mixed response regarding holding lanes, security and local access
- The terminal building was a moderate priority

Click here to view the Red Team completed exercises.

### **Blue Team**

Rob Berman, Project Manager, Team Facilitor Heather Page, Project Team Member, Note-taker

Blue Team members primarily lived or worked on Bainbridge Island and were interested in bringing business into Winslow by linking the terminal and downtown. Many were concerned about possible impacts on businesses in the project vicinity, such as the gas station sited on Olympic Drive. While they wanted to retain the news stand and Commuter Comforts at the terminal, they didn't want it to become filled with shops like Colman Dock. Instead, the terminal facility should be utilitarian and serve to just get passengers to and from the island. They hoped the design of the new terminal would enhance the gateway experience to Bainbridge and accentuate the natural beauty of the terminal's surroundings. WSF should also allow beach access to encourage people to experience the currently under-utilized waterfront.

The majority of participants were not concerned with security issues and the holding area, but felt safety and circulation for pedestrians and bicyclists should be a high priority. Pedestrians need better lighting and crosswalks, and those on bikes should have safer routes separate from other modes. Most participants viewed congestion as a problem during peak loading times at the ferry terminal, particularly at the Olympic Drive and Winslow Way intersection and at the access road to the Eagle Harbor Condominiums. The congestion contributes to accidents at the site and again results in impacts to the safety of pedestrians and bicyclists.

#### **Team Priorities**

- Local access, passenger drop-off and transit circulation were high priorities
- Multi-modal connections were a medium priority
- The terminal building was a high priority
- Most important issues were pedestrian and bicycle circulation
- One team member believed security is a high priority
- Environmental stewardship and community character were added as high priorities

Click here to view the Blue Team completed exercises.

### **Orange Team**

John Whitlow, Community Advisory Group member, Team Facilitator Kelly Riutta, Project Team Member, Note-taker

The group stressed the importance of safety for all transportation options and making the terminal accessible for all users. Members felt that improving safety and access for pedestrians and bicyclists was critical. For pedestrians and bicyclists, the team suggested providing a left turn onto Winslow Way, a connection to the waterfront trail and separating modes. To encourage additional foot passengers, they wanted to promote Park & Ride lots with shuttles to the terminal. The terminal should also have two overhead loading ramps to ease the current bottleneck and accommodate future pedestrian growth. The group indicated it would like a future passenger-only ferry service. Transit should also be allowed to exit more quickly rather than waiting for the entire boat to unload.

Participants emphasized that the terminal building should fit the scale and style of the Island, placing greater importance on keeping people warm and dry than providing amenities. The terminal should be located close to boats and parking to ensure ease of mobility.

#### **Team Priorities**

- Top priorities included pedestrian safety and multi-modal transportation options
- Spend money where WSF can get the most value
- Design an attractive, but inexpensive terminal
- Accommodate cyclists
- Allow efficient ingress and egress for transit
- Create better links to downtown Winslow with improved pedestrian access, perhaps with a moving walkway

Click here to view the Orange Team completed exercises.

### **Green Team**

Rik Langendoen, Community Advisory Group member, Team Facilitator Ashley Harris, Project Team Member, Note-taker

Participants wanted to encourage alternatives to driving by improving multi-modal connections. Members also believed pedestrian safety could be improved by avoiding crossing at SR 305 and eliminating the need to walk up and down hills to access the terminal. The team offered new ideas to improve circulation for bicycles such as adding bike lanes, displaying posters showing bicycle loading procedures and providing "how to" information on the rules of the road. The group desired improved access for area residents and bicyclists at the terminal, on adjacent roads and to the waterfront trail.

Residents of the Eagle Harbor Condominiums would like to have a new wall or fence between the terminal and adjacent condos to reduce noise, fumes and light from the vehicles in the holding area. Participants also identified the Kiss-and-Ride as a problem area since it becomes too congested at peak periods when vehicles line up to get to the terminal building.

The group also emphasized aesthetic concerns, preferring a small, attractive terminal and landscaped parking lots. Members suggested improved signage with a map of Winslow, and creation of a sense of place incorporating the community's values of environmental stewardship, art and history.

#### **Team Priorities**

- Create multiple points of access to serve the local community and businesses
- Enhance multi-modal connections
- Address the needs of an aging population
- Improve pedestrian access by eliminating the multiple grade changes to get to the terminal
- Bike safety, access and circulation were key issues

Click here to view the Green Team completed exercises.

## **Design Concepts**

David Hewitt, Hewitt Architects, presented the 1998 Master Plan and three early design options for the ferry terminal. He emphasized the drawings didn't represent a plan for the terminal, but rather showed a few examples of how the functional elements could be put together. The elements shown for holding lanes, transit, circulation, the terminal building and Kiss-and-Ride were interchangeable. David presented them as individual components in addition to showing possible combinations with the three new concepts.

The big question was how to address safety and the separation of elements. In each of the three concepts, bike paths are wide enough for two-way bicycle traffic and show the desire lines for non-motorized traffic. Each of the concepts also pulls the holding and transit functions away from the Eagle Harbor Condominiums and the Kiss-and-Ride remains at the same site.

### **Concept A**

- All traffic enters at SR 305
- Terminal improvements are contained within property owned by state or Kitsap Transit
- Square transit deck structure over holding area
- · Pedestrian access at trestle
- · Significant amount of bridge work and construction required



Click here to view a high resolution PDF of Concept A

## **Concept B**

- Transit and pedestrian traffic enters at Cave Avenue rather than SR 305
- Transit deck structure thinner and longer to allow more light below
- Three bike lanes, with a left turn provided onto SR 305
- One grade separation for the circulation elements



Click here to view a high resolution PDF of Concept B

### **Concept C**

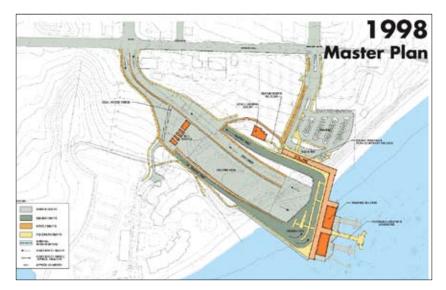
- Elements separated physically on grade
- Holding area open except for covered bike barn
- Displaces 180 stalls in parking lot
- Inbound tunnel under SR 305 intersection
- Bridge across holding area
- Non-motorized exit in three places



Click here to view a high resolution PDF of Concept C

### 1998 Master Plan

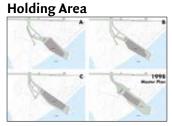
- Significant amount of overwater expansion
- Holding area open
- Transit deck adjacent to terminal drop-off
- Smaller holding area
- Harborview access difficult to manage

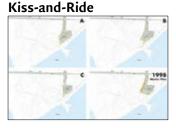


Click here to view a high resolution PDF of 1998 Master Plan

## **Design Elements**











Click here to view high resolution PDFs of the design elements on-line

## **Developing Options**

After reviewing the three early concepts for the ferry terminal, groups discussed the strengths and weaknesses of the elements offered. The following represents key points from the team discussions.

### **Red Team**

David Hewitt, Architect, Team Facilitator Janice Shaw, Community Advisory Group Member, Note-taker

### Concept A

- Convergence of modes at SR 305 could be an issue
- The holding area presents light and air quality problems
- Like separation of modes

### **Concept B**

- · Provides heightened air quality for cyclists
- Like separation of cars and buses
- Easy access from transit to terminal
- 90 degree turn for 40 foot buses would be difficult
- Would like to see other options to route bicycles on SR 305

### **Concept C**

- Like elevated platform for transit
- Tunnel provides good separation between modes
- Would not like to see loss of permanent parking
- Counter-intuitive exiting for vehicles
- 90-degree turn for transit would be difficult
- Increased distance from transit to the ferry is an issue

### **New Ideas & Observations**

- Build a multi-level parking garage
- Provide a shuttle for those with limited mobility
- · Offer user amenities for holding area and terminal

### **Blue Team**

Rob Berman, Project Manager, Team Facilitor Heather Page, Project Team Member, Note-taker

### Concept A

- · Like transit focus
- Prefer terminal next to ferry and cars underneath
- Too complex
- The long walk presents problems
- Could create congestion problems on Winslow Way

### **Concept B**

- · Space near transit deck not utilized
- Like pedestrians at grade

### **Concept C**

- Provides light for holding lanes
- Too complex
- Focused on cars

### **New Ideas & Observations**

- · Improve signage to passenger terminal
- Provide additional landscaping around terminal and parking lot
- Design should emphasize visual access to waterfront
- Mark clearly any elements that require purchase of additional property and work with property owners on future plans
- Concepts show too much focus on vehicular and transit movement
- Start with thinking about non motorized needs, then transit and cars
- Consider whether the terminal should be designed in response to the peak ridership levels projected by the system plan
- Do not like plans for Kiss-and-Ride
- Consider aging population and their needs

### **Orange Team**

John Whitlow, Community Advisory Group member, Team Facilitator Kelly Riutta, Project Team Member, Note-taker

### Concept A

- Efficient allocation of space
- Terminal building on land
- Creates a bottleneck at SR 305 and Winslow Way
- Do not like aesthetic of transit lid on structure

### Concept B

- Like transit access at Cave Avenue
- Like efficient use of space
- Transit deck could be hard to modify in the future
- Poor holding environment

### **Concept C**

- Helps improve transit access
- Like the bicycle-only left turn lane
- Lacks future transit options

#### **New Ideas & Observations**

- Schemes do not address overall parking issues
- Accommodate a future water taxi across Eagle Harbor
- Group split between moving the transit area over auto holding versus sited next to it at grade
- Pedestrian circulation had too many grade changes and would require pedestrians to traverse back and forth on their way to and from the terminal
- Provide other options to the circulation for the Kiss-and-Ride lot
- Consider having an offsite parking system that has a free circulating bus as an incentive to park away from the terminal

### **Green Team**

Rik Langendoen, Community Advisory Group member, Team Facilitator Ashley Harris, Project Team Member, Note-taker

### Concept A

- Ingress and egress too complex
- Creates pressure to widen SR 305
- Too much concrete and not enough possible green spaces
- Has a SeaTac Airport feel on multiple levels, lots of concrete and mixing of modes
- Kiss-and-Ride parking lot too small
- Likes direct route to beach

### **Concept B**

- Promotes transit by separating it from other modes
- Good opportunities for trees and green space
- Concern about bottleneck at Winslow Way
- Provide access to waterfront trail
- Keep the holding area open
- Reduces the overall footprint
- Concern that using Cave Avenue would result in Wyatt highway crossing

### Concept C

- Prefer uncovered holding area
- Feels large and out of scale compared to what is on the island now
- Tunnel could work from a conceptual perspective
- Transit deck too far away from ferry
- Fear a bottleneck at Cave Avenue for transit access and egress
- Ensure access to the waterfront trail
- Bike holding should be functional

### **New Ideas & Observations**

- In general, approval of concepts progressed from "A" to "C"
- Use Ferncliff Avenue as transit exit
- Stagger ferries to solve unloading mess
- Provide some underground holding and parking under transit in Concept C
- Prepare 3-D imaging to understand grade
- Combine Concepts B and C, with the terminal closer to water, but further from transit

## **Public Comments**

After the final presentations from the workshop teams, the public was offered the opportunity to comment on what they heard from the workshop teams, their thoughts about the design concepts or other feedback about the project in general. The following is a synopsis of the public feedback and questions received at the workshop.

- Invest at the Bremerton terminal, rather than Bainbridge Island, to draw riders and accommodate projected Kitsap County growth at that location.
- Interest on the relationship between the WSF Long-Range Strategic Plan and the Bainbridge Island Ferry Terminal Improvement Project.
- The Long-Range Plan should address trends and changes in demographics, such as the growing popularity of tele-commuting and the aging island population.
- Design concepts should not preclude other transit modes such as bus rapid transit and light rail, not just bus service.
- Biggest priority should be to address conflicts between motorized and non-motorized users.
- · Integrate the ideas from Winslow Tomorrow.
- Design concepts focus on auto circulation.
- Create the opportunity for a shuttle to the ferry terminal with outlying parking.
- Communicate with adjacent property owners about plans under consideration.
- Provide a moving sidewalk between Winslow and the ferry terminal.
- Consider pedestrian connections from the ferry terminal to the Hall property.
- Include a gathering place to draw ferry passengers in early and help alleviate heavy traffic at peak times.

#### Other Feedback

A number of attendees completed comment forms at the conclusion of the meeting. These comments serve to supplement the community feedback gathered during the group break-out sessions.

Citizens expressed concern for safety and proposed separating modes of transportation, including separate means of egress, and signal prioritization for bicycles and buses. There was concern for traffic pile-up on Highway 305, which commenters suggested could be addressed by increased transit and improved coordination between modes of transportation. Other suggestions included a taxi drop-off lane at terminal, which could be elevated and include transit and drop-off departure lanes. One respondent suggested that one parking level be prioritized for island residents.

The terminal should be located close to transit, parking and ferry, or there should be a moving walkway to make it easy for people with limited mobility to access the ferry. Faster loading and unloading of ferries, especially for pedestrians, was highly desired. Two participants said they would like to see additional terminal(s) off the island to ease the traffic burden on Bainbridge Island. Participants had mixed feelings on the importance of holding lanes, but generally placed greater emphasis on improving non-car transit options.

Great emphasis was placed on the design of the terminal, which should incorporate the image of the community, provide a neighborhood feel, and serve as a gateway to Winslow. There should be improved signage in and around the terminal to inform visitors. Parking lots should be landscaped, and overall the amount of pavement should be reduced to make it more environmentally attractive. One comment suggested that there should be a public access corridor to the waterfront from the terminal area.

Click here for verbatim comments.

## **Next Steps**

The project team plans to carefully review the input gathered at the workshop and incorporate both community priorities and suggestions into updated design concepts for ferry operations at the Bainbridge Terminal. The City of Bainbridge Island and WSF are also working together to coordinate a joint master planning effort for the terminal district. The joint effort may include design charrettes and parallel planning at the site. WSF will present the refined design concepts at a public meeting in Fall 2006, which may be cohosted by the city.

The Community Advisory Group will also continue to play a critical role in advising WSF from a community perspective and reporting back to the public and facility users as the project moves forward. Community Advisory Group meetings are planned through the duration of the master plan update process. Meetings are open to the public. Additional opportunities for public participation will be offered in the interim through a community survey and at community briefings and local festivals and events.

### For more information, contact

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## **Participants**

Thank you for taking the time to participate.

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Phedra Elliott Doug Rauh
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